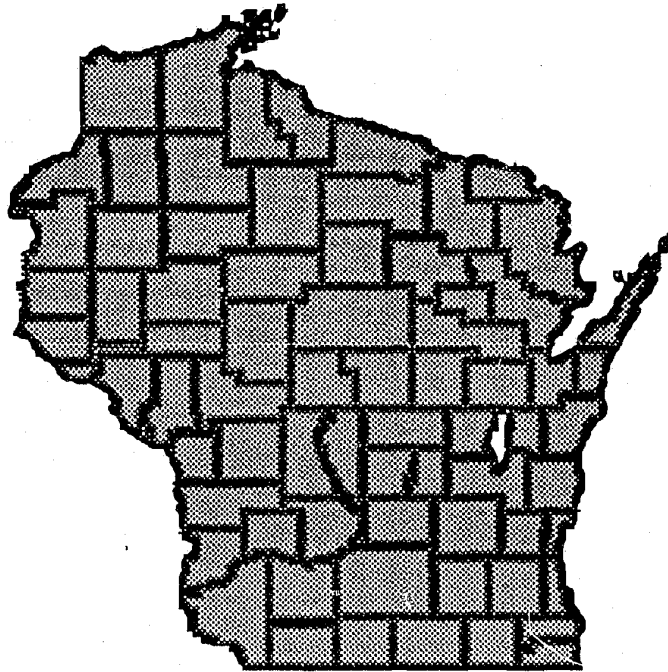


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# Juvenile Restitution In Wisconsin

1988 Annual Report  
and  
Overview of 1984 - 1988 Trends

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133547

Department of Justice Assistance

Wisconsin Statistical Analysis Center

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Theodore Meekma  
Executive Director

Tommy G. Thompson  
Governor

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# **Juvenile Restitution in Wisconsin**

**1988 Annual Report  
and  
Overview of 1984 - 1988 Trends**

Prepared by

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Wisconsin Statistical Analysis Center

With Contributions by

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Wisconsin Association of Restitution Programs

July 1989

**NCJRS**

**DEC 19 1991**

**ACQUISITIONS**

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Madison, Wisconsin 53703**

## Acknowledgements

This report is based upon data provided by a variety of Wisconsin agencies operating juvenile restitution programs. Without the excellent cooperation of the people in these agencies, this publication would not have been possible. The Wisconsin Office of Justice Assistance gratefully acknowledges the assistance of the Wisconsin Association of Restitution Programs in the collection and editing of the data, and especially the administrators of local juvenile restitution programs and their staffs, whose efforts made the data available.

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U.S. Department of Justice  
National Institute of Justice

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## **I. INTRODUCTION**

This report sets forth the product of a statewide data gathering system for juvenile restitution programs. The concept realized here was pioneered by Thomas E. Lengyel, Ph.D. and Thomas Eversen at the founding conference of the Wisconsin Association of Restitution Programs (W.A.R.P.) in November, 1983. The set of data collection categories originally proposed underwent testing and modification by W.A.R.P.'s members during 1983 and 1984, and has been officially adopted by the Association. It appears to be the only statewide system of its kind in use in the United States.

Restitution programs in Wisconsin articulate one or more of three basic goals:

- To hold juveniles accountable
- To provide compensation to victims
- To rehabilitate juvenile offenders

Secondary goals may include:

- To provide educational and training services
- To reduce incarceration
- To reduce recidivism

The data collection categories which form the basis of this report were chosen to provide reliable information on the achievement of these primary and secondary goals.

The means of achieving these goals is through the process of restitution. The process may take three forms in Wisconsin:

- Monetary restitution requires youths to repay victims for damages done to a victim's property or person.
- Community service requires juveniles to repay the community through unreimbursed public service for their violations of community standards.
- Victim service requires a youth to work directly for the victim, usually to repair the specific damage caused. (This form of restitution is rarely used in Wisconsin.)

Specifically, this report analyzes various components of juvenile restitution programs in Wisconsin during 1988 and compares the findings to similar information from 1984 through 1987. The Wisconsin Association of Restitution Programs has collected and edited basic information from 25 juvenile restitution programs during 1988 representing the comprehensive restitution efforts of 25 Wisconsin counties (see Appendix A for a listing of county programs). This figure is somewhat less than the 26 programs reporting in 1987. Counties reporting in 1988 include 69.1% of the total population of the state, and 66.0% of the state's juvenile population.

## **II. WISCONSIN JUVENILE RESTITUTION PROGRAMS - 1988**

### **A. Major Findings**

1. A total of 3,902 clients were accepted in these 25 juvenile restitution programs during 1988.
2. Nearly 83 percent of these clients were male and almost 65 percent were referred for a property-related offense.
3. A total of 3,563 clients terminated their restitution program during 1988. Of these terminations, 3,041 (85 percent) were successful completions of their restitution program.
4. A total of \$367,825 was collected from offenders making restitution during 1988. Seventy-three percent of restitution ordered was collected.
5. A total of 50,540 hours of community service were performed by restitution program clients during 1988. Nearly 82 percent of community service hours ordered were completed.
6. When community service is valued at minimum wage (\$3.35/hour), the 50,540 hours of community service performed in 1988 are valued at \$169,309. When added to the \$367,825 collected on monetary restitution, there was a total direct benefit to Wisconsin communities of \$537,134.
7. A total of 2,970 crime victims received restitution payments from the clients of these 25 programs during 1988.

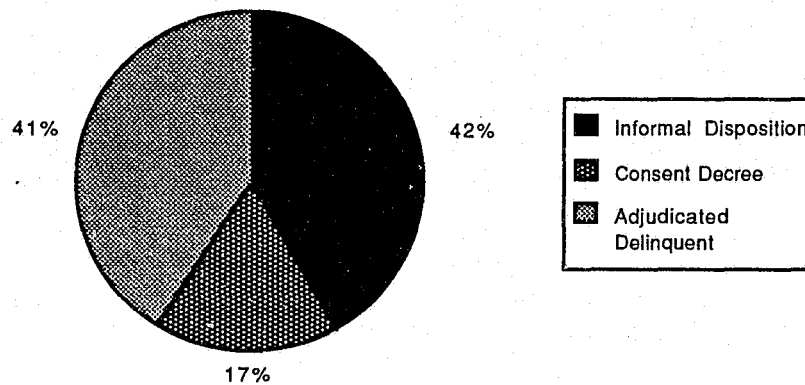
## B. Characteristics of Clients

### 1. Type of Referral

While a total of 3,964 juveniles were referred to a restitution program during 1988, 62 referrals (1.6 percent) were withdrawn or rejected. The type of referral for the 3,902 clients accepted into a restitution program are presented in Graph 1.

**Graph 1**

TYPE OF REFERRAL

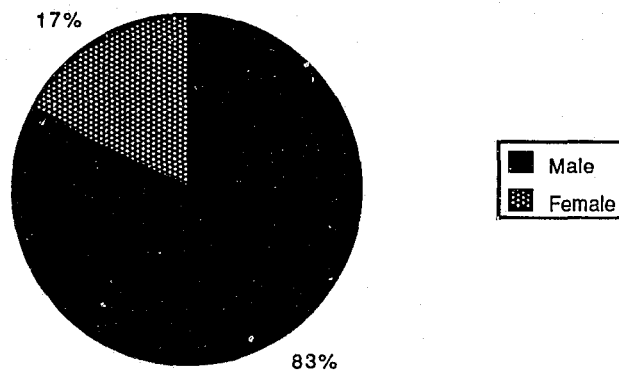


### 2. Gender

The gender of those referred to a restitution program is presented in Graph 2.

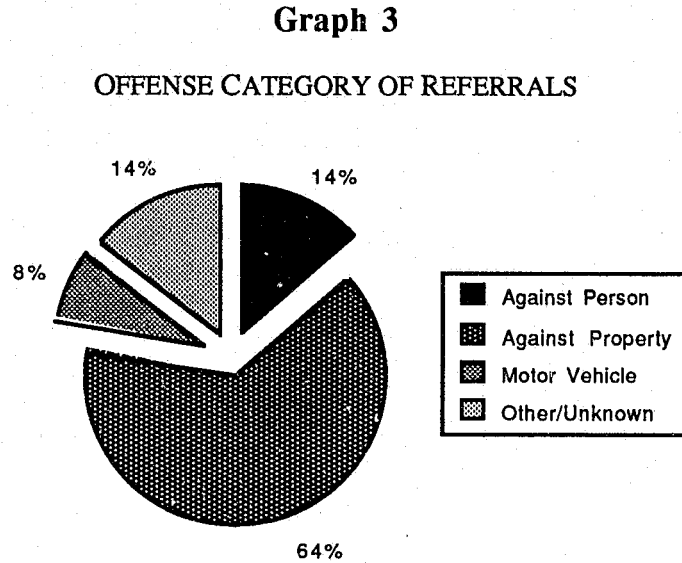
**Graph 2**

CLIENT GENDER



### 3. Type of Offense

Graph 3 illustrates the offense categories for which referrals were made.



In addition, a total of 729 clients (19.8 percent of 1988 referrals) had prior referrals to the restitution program in their county.

### C. Outcomes

#### 1. Monetary Restitution

Table 1 summarizes program information regarding monetary restitution.

**Table 1**  
**Monetary Restitution - 1988**

Total Restitution Ordered	\$504,045
Total Restitution Collected	\$367,825
Percentage Collected	73.0% <sup>1</sup>

<sup>1</sup> An unknown proportion of restitution should be collected during 1989 by clients accepted in 1988.



## 2. Community Service

Table 2 presents similar information on hours of community service as a component of restitution programs.

**Table 2**  
**Community Service Hours - 1988**

Total Hours Ordered	61,799
Total Hours Performed	50,540
Percentage Performed	81.8% <sup>2</sup>

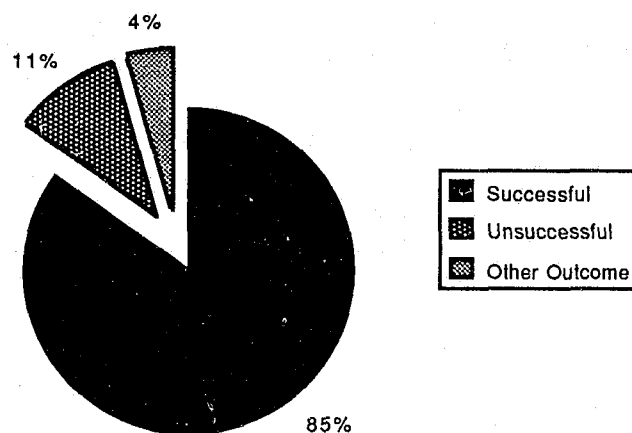
In addition, a total of 2,970 crime victims received some type of service from the 25 juvenile restitution programs during 1988.

## 3. Type of Termination

A total of 3,563 clients terminated their restitution program during 1988. The remaining 339 clients during 1988 were active in a program as of December 31, 1988. Graph 4 delineates the termination outcome for these 3,563 clients.

**Graph 4**

TYPE OF TERMINATION



The "Other Outcome" category includes those clients changing residence during the program or those terminated for all other reasons.

---

<sup>2</sup> An unknown proportion of community service hours should be performed during 1989 by clients accepted in 1988.

### III. FIVE YEAR OVERVIEW: 1984 - 1988

This section analyzes juvenile restitution in Wisconsin from 1984 through 1988. It is important to note a distinction in the restitution programs referenced, namely, "core" programs and "all reporters." Since each year a slightly different number of restitution programs were active and/or reported data, meaningful trends cannot be conclusively stated unless the analysis is limited to programs that were active during the five year period and provided complete data. There are eighteen of these "core" programs and they are indicated in bold in Appendix A. On the other hand, analyzing the total information available without regard to the number of programs active during any particular year is useful in assessing the overall growth of restitution in Wisconsin, the overall amount of restitution recovered, and the total amount of community service contributed by restitution clients. It is for these reasons that references will be made to "core group" and "all reporters."

Appendix B contains a map of Wisconsin showing the years of data reported to W.A.R.P. by each county over the past five years.

It should be noted that the 1984 and 1986 figures presented in this section differ from their respective annual reports due to the acquisition of updated information from Eau Claire County for 1984 and Columbia, Oconto, Vilas and Walworth Counties for 1986.

**Table 3**  
**Number of Programs Reporting Complete and Incomplete Data by Year**

	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>
Complete data	24	22	20	22	25
Incomplete data	1	2	2	4	0
Total Reporting	25	24	22	26	25

#### A. Number and Characteristics of Clients

##### 1. Number of Clients

Table 4 shows the number of juveniles accepted in both the Core Programs and All Reporters from 1984 through 1988.

**Table 4**  
**Juvenile Accepted into Restitution Programs**

	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>Percent Change</u> <u>1984-1988</u>
Core Group	1,599	1,846	2,107	2,143	2,608	+63.1%
All Reporters	1,985	2,272	2,322	3,164	3,902	+96.6%

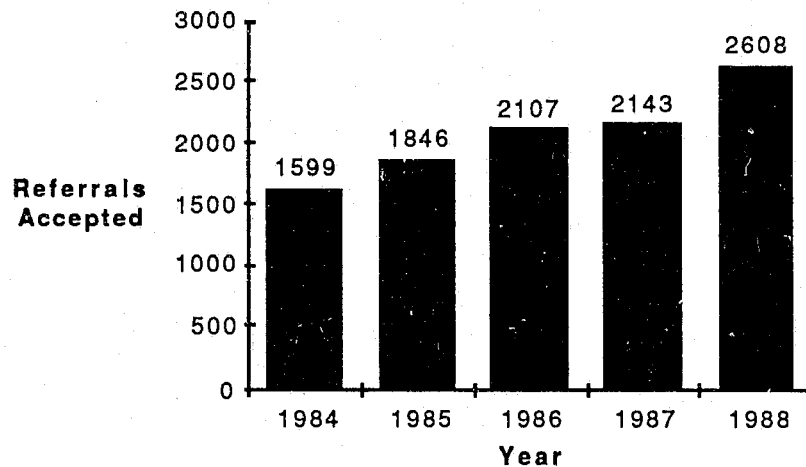
The number of juveniles accepted into the Core group has grown by over 63 percent from 1984 to 1988 indicating that, in general, the average size of the restitution

programs are growing with respect to the number of referrals made. At the same time, the total number of referrals made to all restitution programs in the state has increased by nearly 97 percent indicating that restitution as a whole is on the rise.

Graph 5 shows the number of referrals made to the core group during the five year period. Graph 6 shows that during this same time period the number of juvenile arrests has remained relatively stable (increasing only 11 percent) for the Core Program counties.

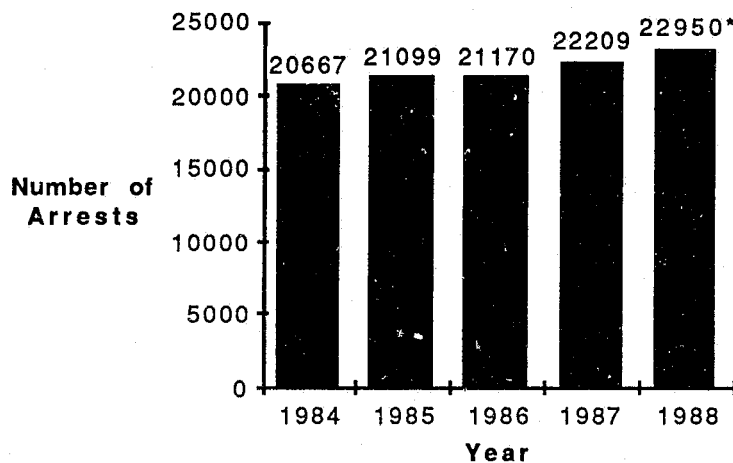
**Graph 5**

**JUVENILE REFERRALS ACCEPTED IN CORE RESTITUTION PROGRAMS**



**Graph 6**

**JUVENILE ARRESTS FOR CRIMINAL OFFENSES  
CORE PROGRAM COUNTIES**



\*Note: The 1988 juvenile arrest figure is a preliminary estimate.

## 2. Gender

The gender of clients participating in restitution programs in Wisconsin from 1984 through 1988 has remained relatively constant with males accounting for 80 to 85 percent of the client population and females accounting for 15 to 20 percent.

## 3. Type of Offense

Table 5 shows the proportion of clients that comprised each of the offense categories from 1984 through 1988.

**Table 5**  
**Type of Offense as a Percent of All Clients**

<u>Offense Category</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>
Violent Crimes	16%	15%	9%	11%	14%
Property Crimes	64%	66%	65%	68%	64%
Motor Vehicle Related	7%	7%	7%	6%	8%
All Other	13%	12%	15%	15%	14%
Total	100%	100%	100%	100%	100%

Referrals involving property crimes made up the majority of referrals made during each of the five years. Overall, the proportion of referrals made each year for the different offense categories remained relatively stable.

Table 6 delineates the type of referral for the juveniles referred to restitution programs from 1984 through 1988.

**Table 6**  
**Type of Referral by Year**

<u>Type of Referral</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>Percent Change</u> <u>1984-1988</u>
Informal Agreement	41%	43%	45%	40%	42%	+2.4%
Consent Decree	18%	19%	20%	19%	17%	-5.6%
Adjudication	41%	38%	35%	41%	41%	-

Over the past five years informal agreements and adjudications accounted for the majority of the referrals. However, there has been virtually no change in the utilization of the distinct referral types.

#### 4. Prior Referrals

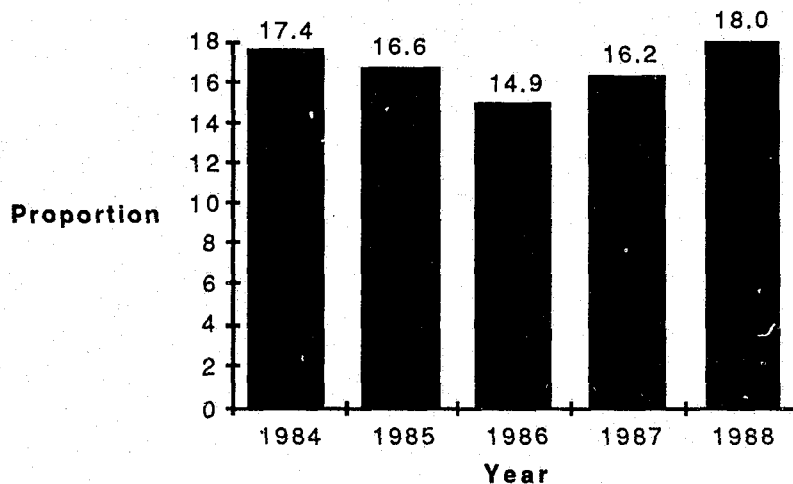
Table 7 shows the number of juveniles in Core Programs and in All Reporters that had prior referrals to the restitution program in their county. Graph 7 illustrates the proportion of juveniles in Core Programs who had prior referrals.

**Table 7**  
**Clients with Prior Referrals**

	1984	1985	1986	1987	1988	Percent Change 1984-1988
Core Programs percent returning (number)	17.4 (278)	16.6 (275)	14.9 (305)	16.2 (310)	18.0 (469)	+3.4%
Non-Core Programs percent returning (number)	18.7 (56)	12.2 (23)	26.3 (20)	15.3 (51)	24.1 (260)	+28.9%
All Reporters percent returning (number)	17.6 (334)	16.2 (298)	15.3 (325)	16.1 (361)	19.8 (729)	+12.5%

**Graph 7**

**PROPORTION OF NEW JUVENILE REFERRALS IN CORE PROGRAMS  
WITH PRIOR RESTITUTION EXPERIENCE**



Inspection of the data on clients re-referred to a restitution program (Table 7; Graph 7) reveals slight differences between the Core Programs and the total sample of All Reporters. The All Reporters group (which includes the Core Group) displayed a range from 15.3% to 19.8% of re-referrals while Core Programs displayed a slightly lower range from 14.9% to 18.0%. For Core Programs, the rate of re-referrals remained

relatively constant during the five year period, increasing less than four percent from 1984 to 1988.

It is important to note that programs may implement policy changes which significantly affect the likelihood of a youth returning. For example, a program may institute policies which prohibit more than two referrals for a single youth. Similarly they may also reduce vulnerability to re-referral by restricting the accepted age of clients to 14 through 17 years, whereas other programs accept 12- and 13-year-olds in addition. The figures presented above should be viewed in light of this fact.

Although fluctuating, the re-referral rate from 1984 through 1988 appears to have undergone no significant change. Consequently, it is not possible to infer from the present data that participation in a restitution program effectively deters a youth from further delinquent involvement.

## B. Outcomes

### 1. Monetary Restitution

Table 8 shows the monetary restitution ordered and collected in the Core Programs, Non-Core Programs and in All Reporters in Wisconsin from 1984 through 1988.

**Table 8**  
**Monetary Restitution Ordered and Collected: 1984 - 1988**

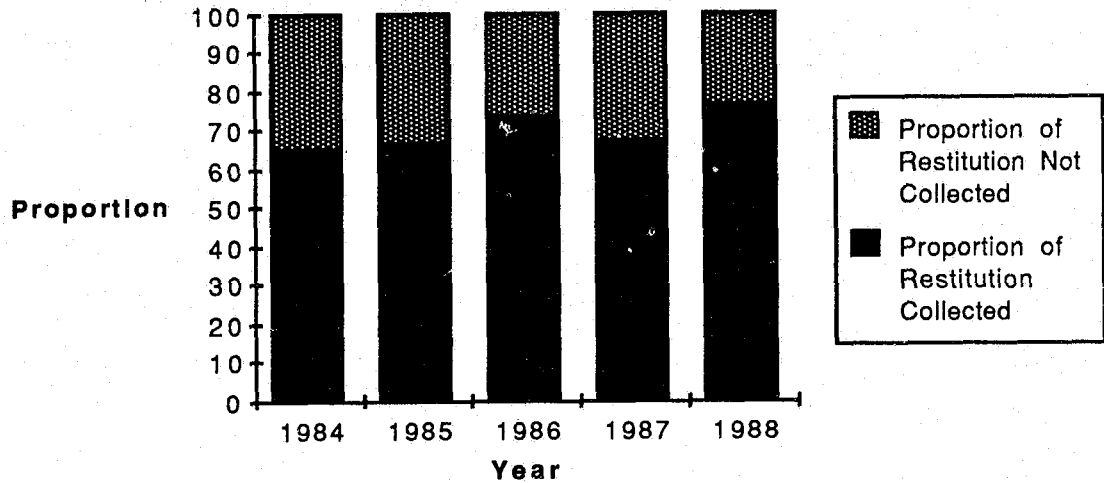
	1984	1985	1986	1987	1988	Percent Change
<u>Core Programs</u>						
Ordered	\$238,746	\$279,264	\$269,159	\$344,345	\$365,347	+53.0%
Collected	\$154,403	\$184,508	\$197,052	\$229,773	\$276,825	+79.3%
(percent collected)	(64.7)	(66.1)	(73.2)	(66.7)	(75.8)	+17.2%
(number reporting)	(17)	(18)	(18)	(17)	(18)	
<u>Non-Core Programs</u>						
Ordered	\$72,122	\$26,400	\$18,265	\$75,268	\$138,698	+92.3%
Collected	\$58,855	\$17,567	\$11,198	\$47,817	\$91,000	+54.6%
(percent collected)	(81.6)	(66.5)	(61.3)	(63.5)	(65.6)	-19.6%
(number reporting)	(6)	(4)	(3)	(6)	(6)	
<u>All Reporters</u>						
Ordered	\$310,868	\$305,664	\$287,424	\$419,613	\$504,045	+62.1%
Collected	\$213,258	\$202,075	\$208,250	\$277,590	\$367,825	+72.5%
(percent collected)	(68.6)	(66.1)	(72.5)	(66.2)	(73.0)	+6.4%
(number reporting)	(23)	(22)	(21)	(23)	(24)	

The amount of monetary restitution ordered and collected increased substantially for both Core Programs and All Reporters, as well as for Non-Core Programs.

Graph 8 shows the proportion of monetary restitution collected in the Core Programs during the five year period.

**Graph 8**

**PROPORTION OF RESTITUTION COLLECTED IN CORE RESTITUTION PROGRAMS**



The proportion of monetary restitution collected in Core Programs increased moderately from 65 percent in 1984 to 76 percent in 1988, although 1987 was slightly lower than other years.

## 2. Community Service

Table 9 shows the community service hours ordered and performed in the Core Programs, Non-Core Programs and in All Reporters in Wisconsin from 1984 through 1988.

**Table 9**  
**Community Service Hours Ordered and Performed: 1984 - 1988**

	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>Percent Change</u>
<u>Core Programs</u>						
Hours Ordered	24,900	29,842	36,180	29,830	42,654	+71.3%
Hours Performed	19,370	25,018	28,083	28,355	35,887	+85.3%
(percent performed)	(77.8)	(83.8)	(77.6)	(95.1)	(84.1)	+8.1%
(number reporting)	(14)	(17)	(17)	(16)	(17)	
<u>Non-Core Programs</u>						
Hours Ordered	5,733	7,905	2,210	15,721	19,145	+233.9%
Hours Performed	3,428	4,931	2,358	10,002	14,653	+327.5%
(percent performed)	(59.8)	(62.4)	(106.7)	(63.6)	(76.5)	+27.9%
(number reporting)	(6)	(5)	(3)	(7)	(5)	
<u>All Reporters</u>						
Hours Ordered	30,633	37,747	38,390	45,551	61,799	+101.7%
Hours Performed	22,798	29,949	30,441	38,357	50,540	+121.7%
(percent performed)	(74.4)	(79.3)	(79.3)	(84.2)	(81.8)	+9.9%
(number reporting)	(20)	(22)	(20)	(23)	(22)	

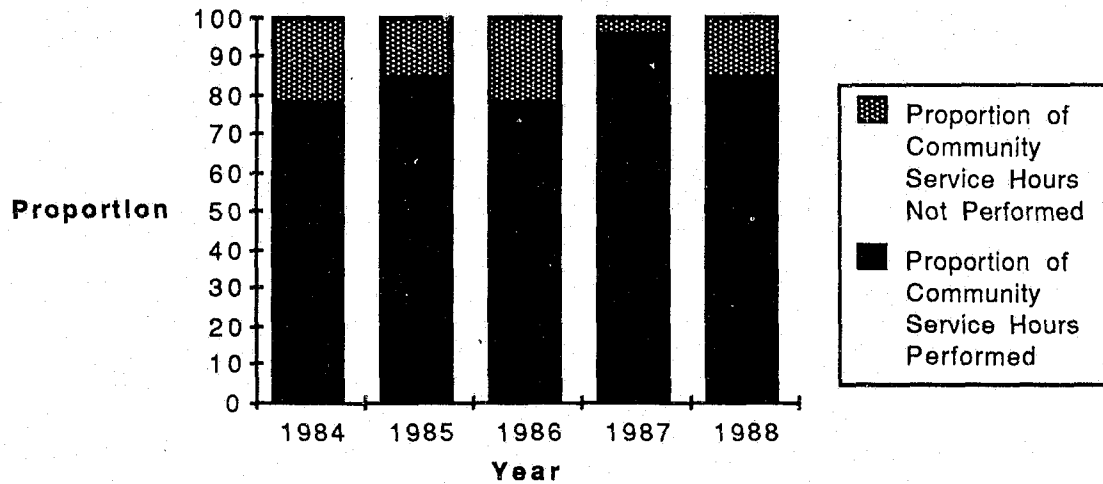
The number of community service hours ordered and performed increased considerably during the five year period for all three groups.



Graph 9 shows the proportion of community service hours performed in the Core Programs during the five year period.

**Graph 9**

**PROPORTION OF COMMUNITY SERVICE HOURS PERFORMED  
IN CORE RESTITUTION PROGRAMS**



The proportion of community service hours performed in Core Programs generally has fluctuated between 78 and 84 percent during the five year period.

While both the amount of community service and restitution ordered has increased during the past five years it is important to view this in light of the increase in the number of clients accepted during this same period. With this in mind, these data do not support the notion that the increases in absolute amounts of restitution and community service statewide are the result of larger amounts ordered per referral. Instead, the data suggest that the main trend in Wisconsin is a significant broadening of the client base, resulting from increasing utilization of restitution and community service as dispositions in delinquency matters.

### 3. Successful Terminations

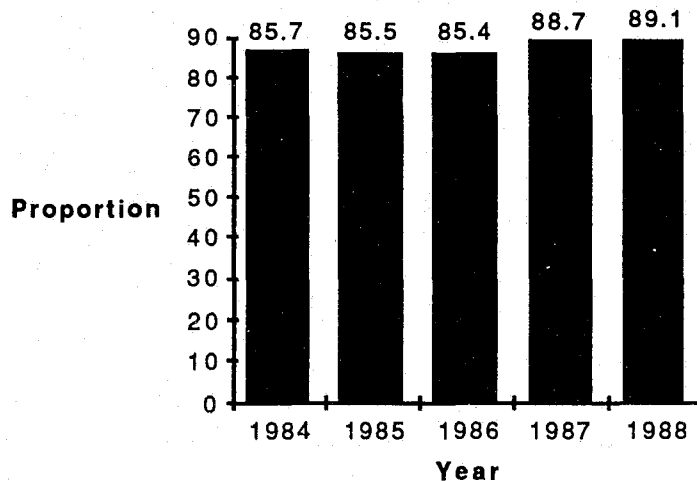
Table 10 shows the number of successful terminations for both Core Programs, Non-Core Programs and for All Reporters in the state from 1984 through 1988. Graph 10 illustrates the proportion of successful terminations for Core Programs. Success is achieved when a client finishes all restitution obligations.

**Table 10**  
**Number of Successful Terminations**

	1984	1985	1986	1987	1988
Core Programs (percent of clients)	1,211 (85.7)	1,344 (85.5)	1,522 (85.4)	1,746 (88.7)	2,152 (89.1)
Non-Core Programs (percent of clients)	282 (91.3)	263 (93.6)	135 (98.5)	426 (85.2)	889 (77.5)
All Reporters (percent of clients)	1,493 (86.7)	1,607 (86.7)	1,657 (86.3)	2,172 (88.0)	3,041 (85.3)

**Graph 10**

**PROPORTION OF SUCCESSFUL TERMINATIONS IN CORE PROGRAMS**



The proportion of successful terminations in Core Programs has remained relatively stable from 1984 through 1986, and has increased during 1987 and 1988.

#### **IV. SUMMARY**

This report has analyzed various characteristics of 25 juvenile restitution programs in Wisconsin during 1988 and has compared the findings to the characteristics of restitution programs from 1984 through 1987. Information presented includes type of referral, client characteristics, restitution ordered/collected, and referral outcomes. Major findings include the following:

- **The number of referrals to both core and total restitution programs has increased sharply since 1984.**
- **Patterns in the gender of clients and their offenses have remained stable since 1984.**
- **Since 1984, there has been a substantial increase in the amount of monetary restitution both ordered and collected .**
- **There has been a substantial increase in the number of community service hours both ordered and performed since 1984.**
- **The proportion of successful terminations in restitution programs has remained relatively stable during the past five years.**

## APPENDIX A

### County Restitution Programs - 1988

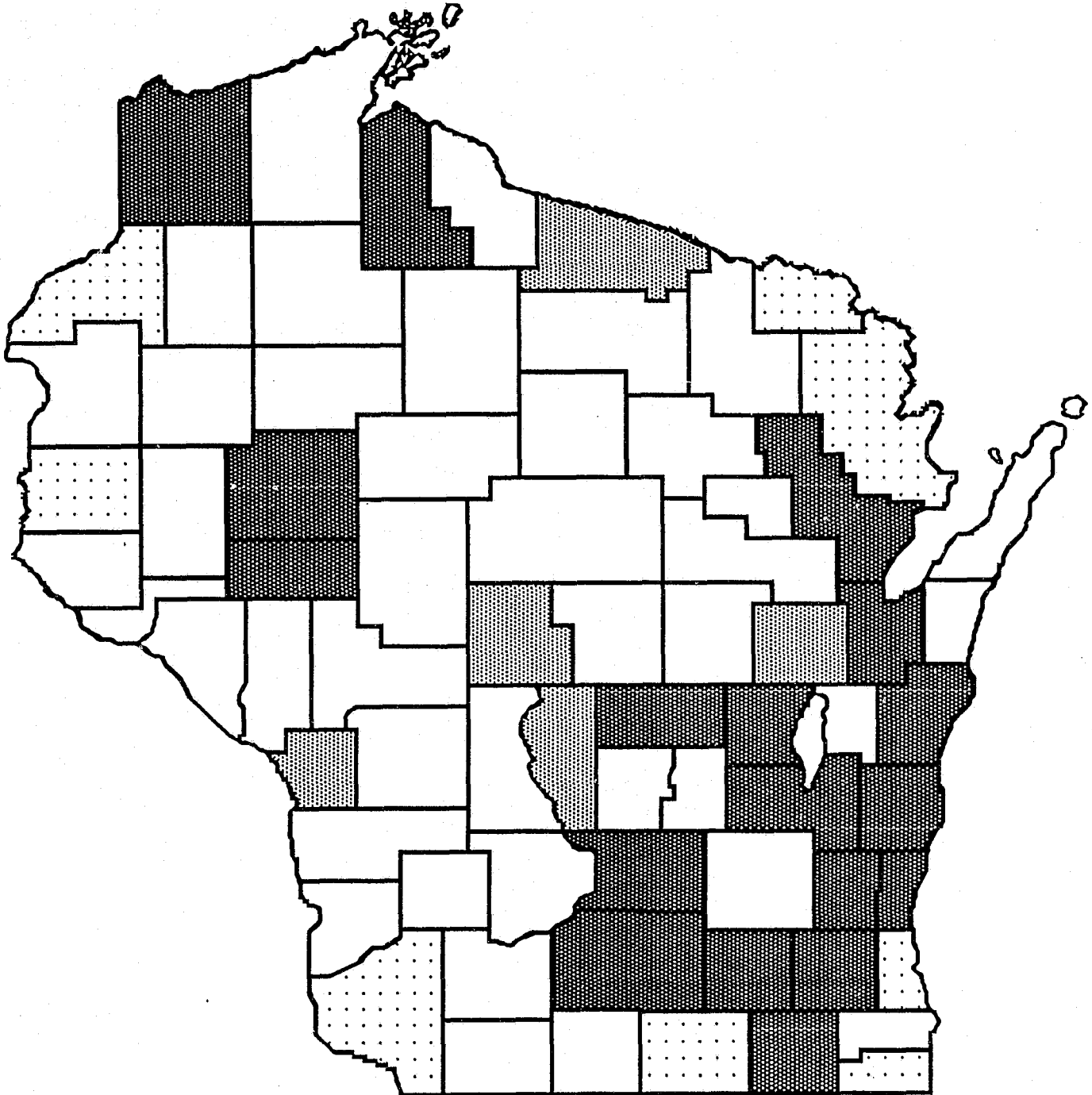
Ashland	Milwaukee
<b>Brown</b>	<b>Oconto</b>
Chippewa	Outagamie
Columbia	Ozaukee
Dane	Rock
Douglas	<b>Sheboygan</b>
Eau Claire	Vilas
Fond du Lac	Walworth
Jefferson	<b>Washington</b>
Kenosha	<b>Waukesha</b>
La Crosse	<b>Waushara</b>
<b>Manitowoc</b>	<b>Winnebago</b>
Marinette	



Note: Programs indicated in **bold** constitute the "core" group referenced in Section III of this report. These were programs for which complete data were available from 1984 through 1988.


APPENDIX B

Restitution Programs in Wisconsin

Years of Data Reported by County: 1984 - 1988



No Data and/or  
No Program   
1 to 2 Years of  
Data Reported 

3 to 4 Years of  
Data Reported   
5 Years of  
Data Reported 